DOCUMENT RESUME

ED 179 082 FL 010 574

AUTHOR Bortin, Barbara H.
TITLE Procedures for the Identification of Limited English Skills Ability Students and Development of Entrance and Exit Criteria for Bilingual/Bicultural Programs.
PUB DATE 79
NOTE 35p.; Paper presented at the Annual Meeting of the American Educational Research Association (San Francisco, CA, April 1979)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Ability Identification; *Bilingual Education; *Data Collection; Elementary Secondary Education; *English (Second Language); Federal Regulation; Multicultural Education; Non English Speaking; School Districts; State School District Relationship; *Student Placement
IDENTIFIERS *Bilingual Programs; *Limited English Speaking; Wisconsin (Milwaukee)

ABSTRACT

The development of data collection methods and selection criteria to identify and place Milwaukee students with limited English skills (LESA) is described for the period from 1974 to 1979. The various steps taken to implement federal and state regulations designed to meet the needs of the LESA students are set forth for each of the six years in question. It is concluded that the slow evolution of a system of identification and assessment for LESA students is due to difficulty in meeting the sometimes conflicting requirements of state and federal agencies, and to the lack of funds to implement such a system. Nevertheless, it is concluded that the goals of the data collection program are in sight and that Milwaukee will remain a leader in bilingual/bicultural education. Accompanying figures reproduce various forms used to collect data prior to identification and assessment. (JB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED179082

PROCEDURES FOR THE IDENTIFICATION OF LIMITED ENGLISH SKILLS ABILITY STUDENTS AND DEVELOPMENT OF ENTRANCE AND EXIT CRITERIA FOR BILINGUAL/BICULTURAL PROGRAMS

Barbara H. Bortin
Department of Educational Research
and Program Assessment
Milwaukee Public Schools

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Barbara H. Bortin

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

FL005574

American Educational Research Association
Annual Meeting
San Francisco
April 1979

PROCEDURES FOR THE IDENTIFICATION OF LIMITED ENGLISH SKILLS ABILITY STUDENTS AND DEVELOPMENT OF ENTRANCE AND EXIT CRITERIA FOR BILINGUAL/BICULTURAL PROGRAMS

It is a formidable task to develop procedures for compliance with federal and state data collection requirements associated with the provision of equal educational opportunities for limited English skills (LESA) students. These requirements include identification of LESA students, assessment of their English language proficiency, the monitoring of their academic progress, and evidence of their readiness for exit from LESA status.

Chicago, Cleveland, and other large cities are now implementing identification and assessment procedures as a result of court orders. In 1975, the Milwaukee Public Schools voluntarily pioneered in the development of an operational data collection system by conducting its first annual census to identify LESA students. The census has been modified and expanded every year. At this time, it is developing into a Bilingual File for inclusion in the computerized Student Data Bank system.

This paper will: present a brief history of the growth of educational opportunities for LESA students in Milwaukee; describe processes devised to incorporate increased data collection requirements over the past five years; point out the problems which make the task formidable; and present the major census findings. It is hoped that the Milwaukee experience will simplify the job for other large school districts.

LESA IN MILWAUKEE

From the turn of the century until World War I, bilingual education was offered for Milwaukee's German and Polish immigrants. After that, it was "into the melting pot" for LESA students until English as a Second Language (ESL) classes started in the 1950s to serve an influx of Puerto Rican and Mexican pupils[1]. Now 26 elementary and 14 secondary schools offer ESL classes for newcomers of all language backgrounds. In 1977, an elementary Center for Newly-Arrived Non-English Speaking Pupils was opened to serve first-year ESL pupils. In 1969, Milwaukee developed one of the first bilingual programs funded by Title VII of the Elementary and Secondary Education Act. The voluntary K-12 developmental Spanish/English bilingual/bicultural program now operates in ten elementary and five secondary schools, with bilingual resource teachers at two additional elementary schools.

Data collection requirements for LESA students have emerged from the passage of federal, state, and school district legislation. The legislative landmarks for Milwaukee were:

1964 - Civil Rights Act: banned discrimination based on race, color, or national origin in programs receiving federal financial assistance.

1968 - Bilingual Education Act, Title VII Elementary and Secondary Education Act: provided funding for development of bilingual/bicultural programs.

1970 - May 25 Memorandum, Department of Health, Education, and Welfare: required federally-funded school districts to provide assistance for language minority children.

1974 - U.S. Supreme Court decision, Lau vs. Nichols: special educational services must be provided by the schools to help ensure equality of educational opportunity for LESA children[2].

1974 - Board of School Directors, Milwaukee Public Schools: endorsed a K-12 bilingual/bicultural maintenance program.

1976 - Wisconsin Statutes, Chapter 115.95 of Subchapter VI: mandated the establishment of transitional bilingual/bicultural programs in schools having a minimum number of language group children.

DEVELOPMENT OF METHODS FOR IDENTIFICATION OF LESA STUDENTS

1974

In 1974, the Milwaukee Board of School Directors requested a language survey of the school system to determine compliance with Office of Civil Rights' guidelines for implementing the Supreme Court decision in the case of Lau vs. Nichols. This request for data was prompted by the Hispanic community's proposals for expansion of the Bilingual Program. Which students were Spanish-dominant? Where were they? Were they enrolled in bilingual education programs? Because the Supreme Court decision encompassed all languages, all pupils needed to be included in the survey in order to determine compliance.

1975

Procedures for the identification of students eligible for bilingual education were formulated in Fall 1975 by the Research Department in consultation with the Assistant Superintendent, the Foreign Language Curriculum Specialist, the Bilingual Program Coordinator, and the Hispanic Assistant School Administrative Specialist. It was agreed that the procedures used should adhere closely

to guidelines for compliance with the Lau vs. Nichols decision published by the United States Office of Civil Rights (OCR). The guidelines required two tasks: (1) the identification of students whose primary or home language is other than English, and (2) the assignment of students to one of five categories descriptive of English linguistic ability.

It was decided that the identification should be accomplished by asking classroom or homeroom teachers to list eligible students on a survey form. Eligibility criteria were provided for each of the categories of non-English dominance. The procedure was field-tested in sample schools in December 1975. This procedure was developed by Central Office staff and the principals and teachers of the three field-test elementary schools and two secondary schools. Classroom or homeroom teachers were asked to list the name, grade, dominant language, and sources of information of students who fell in one of the following OCR categories:

A. The language most often spoken by the student is other than English.

B. The student's first acquired language is other than English.

C. The language most often spoken in the student's home is other than English, regardless of the language spoken by the student.

In response to suggestions from the field-trial schools and to the data collection experience, the survey form was modified in the following ways:

-- The wording used for the categories and the format were simplified to avoid placement of the same student in all three categories.

-- Categories were identified numerically instead of alphabetically.

-- A fourth category, "Home Language Uncertain", was added.

The revised census forms (Figure 1) were sent to all schools in February 1976.

Results were tabulated by hand as follows:

a. By grade level and language category for each school

b. Numbers of pupils by school and language group for elementary, junior high, and senior high

c. Numbers in each category by elementary, junior high, and senior high for each language

d. Schools by grouped grade level for each language representing 20 or more pupils in Categories 1 or 2

e. By grouped grade level for each language representing less than 20 pupils

f. Numbers in Categories 1, 2, 3, and 4 by grade-level groups by school for each language representing 20 or more pupils

In May 1976, a second screening (Figure 2) of Spanish pupils was conducted by Hispanic staff members of the Division of Administrative Services. The purpose was to identify the home language of Hispanic students in Category 4, the category in which teachers placed pupils about whom they had insufficient information. This information was necessary to determine the eligibility of students for the Bilingual Program. Bilingual staff members secured this information through interviews with students or parents. Students who were initially placed in Category 4 were then either assigned to Category 3 or dropped from the list.

In addition, the second screening included a survey of the achievement level and social adjustment level of Hispanic students assigned to Category 3. Category 1 and 2 students were eligible for bilingual education. Category 3

MILWAUKEE PUBLIC SCHOOLS
DIVISION OF PLANNING AND LONG-RANGE DEVELOPMENT
Department of Educational Research and Program Assessment

FIGURE 1

TEACHER IDENTIFICATION OF STUDENTS WHOSE PRIMARY OR HOME LANGUAGE IS OTHER THAN ENGLISH, FEBRUARY 1976

SCHOOL:_____ CLASSROOM:_____ TEACHER:_____

List every student in your classroom (including absentees) whose primary or home language is other than English in only one of the following categories:

1. The language most often spoken by the student is other than English.
2. Student speaks English but his first acquired language is other than English.
3. Student speaks English but the language most often spoken in the student's home is other than English.
4. Student speaks English but I am uncertain about the student's home language.

NAME Last	First	GRADE LEVEL	CATEGORY 1, 2, 3, OR 4	SPECIFIC LANGUAGE	CHECK SOURCES OF INFORMATION. Observation	Home Contact	Other Staff	Inquiry of Student	School Records	Other	

BHB/ms
1/21/76

milwaukee public schools

FIGURE 2

PUPIL INFORMATION SHEET - BILINGUAL EDUCATION

Students Under Category #3		Achievement Level			Social Adjust. Level		
Last Name	First Name	Below Ave.	Ave.	Above Ave.	Below Ave.	Ave.	Above Ave.

Students Under Category #4		Achievement Level			Social Adjust. Level			Lang Most Often Used at Home	
Last Name	First Name	Below Ave.	Ave.	Above Ave.	Below Ave.	Ave.	Above Ave.	Sp.	Eng.

Complete this form and return to:
Mr. Luis Lopez,
Department of Administrative Services
by Friday, May 28, 1976

_____
Signature of Principal

_____
School

students were eligible if their achievement was below grade level or their social adjustment was poor.

Eleven schools participated in the second screening to identify eligible Category 3 students.

Lau guidelines further require that the school district assess the degree of linguistic ability of students assigned to one of the three identification categories by placing them in one of five language categories: roughly, monolingual non-English, some English, bilingual, predominantly English, monolingual English. An assessment form was developed by the Research Department in consultation with Bilingual Program and school administrators. It was field-tested in one elementary and one junior high school in April (Figure 3). An average of five minutes per student was required by observers to complete the form. Space was provided for language use observations, assignment of the student to a language category, and recommendation for an academic program.

Following the pilot test, 2,000 forms were printed, but no further action was taken. This meant that only students in the two pilot schools were assessed for placement in the Lau language categories during 1976. The reason for this lack of follow-through can be traced to a shortage of personnel and fiscal resources.

1977

In 1977, the data were entered into the school district's Student Data Bank and processed by computer. An appropriate census form (Figure 4) was developed in consultation with the Educational Information Systems Development Administrator, the Assistant Director of Data Processing, and the Management Information

FIGURE 3

MILWAUKEE PUBLIC SCHOOLS

ASSESSMENT OF STUDENT'S LANGUAGE ABILITIES

STUDENT NAME: _____ SCHOOL: _____ GRADE LEVEL: ____

ETHNIC BACKGROUND: ☐ Mexican ☐ Puerto Rican ☐ Other (Identify) _____

TEACHER: _____ LANGUAGE CATEGORY: _____

DATA LANGUAGE CATEGORY ASSIGNED: _____

LANGUAGE CRITERIA

CRITERION #1

A) Social Setting (Informal Conversation) OBSERVER: _____ DATE: _____

Language used most frequently and comfortably by the student in an informal conversation with a bilingual observer:

☐ Spanish ☐ English

B) Social Setting (Peers) OBSERVER: _____ DATE: _____

Language used most frequently and comfortably by the student with peers (playground, corridor, lunchroom, etc.):

☐ Spanish ☐ English

CRITERION #2

Home Language OBSERVER: _____ DATE: _____

Language used most frequently and comfortably in the home by:

	Student	Mother	Father	Sisters and Brothers
Spanish				
English				

SUMMARY: LANGUAGE USE CRITERIA

	CRITERION #1		CRITERION #2		CRITERION #3
	A. Social Setting		B. Home		Language Test
	Conversation	Peer	Student	Parents	(If needed)
Spanish					
English					

Two of the three criteria will cross-validate or the majority of criteria will cross-validate (yield the same language). If there is not sufficient evidence for cross-validation and accurate student assignment to a language category, a language test will be needed.

STUDENT NAME: _____ SCHOOL: _____

STUDENT ASSIGNMENT TO LANGUAGE CATEGORY (Observer to check one)

- ☐ a. Monolingual Non-English
- ☐ b. Predominantly Non-English
- ☐ c. Bilingual
- ☐ d. Predominantly English
- ☐ e. Monolingual English

BY: _____

_____

DATE: _____

RECOMMENDED PROGRAM

To be completed by the principal in consultation with Curriculum and Instruction Education Staff for the student in category a or b

_____

_____

_____

_____

BY: _____

_____

DATE: _____

DATE PARENT NOTIFIED: _____

PARENTS' DECISION

PROGRAM ACCEPTED: _____

PROGRAM NOT ACCEPTED: _____

DATE: _____

BHB/ms
4/8/76

MILWAUKEE PUBLIC SCHOOLS
DIVISION OF PLANNING AND LONG-RANGE DEVELOPMENT
Department of Educational Research and Program Assessment

TEACHER IDENTIFICATION OF STUDENTS WITH LIMITED ENGLISH-SPEAKING ABILITY OR WHOSE PRIMARY OR HOME LANGUAGE IS OTHER THAN ENGLISH, JANUARY 1977

SCHOOL: _____ CLASSROOM OR HOMEROOM NUMBER: ____ (18-21 *) TEACHER: _____

List every student in your classroom (including absentees) with limited English-speaking ability or whose primary or home language is other than English.

In Column #22 below, headed "Eligibility," check only one of the following categories for each student:

1. The language most often spoken by the student is other than English.
2. Student has limited English ability because his first acquired language is other than English.
3. Student speaks English but the language most often spoken in the student's home is other than English.

In Column #23-24, identify the language according to the numeral assigned on the reverse side of this page.

SEVEN-DIGIT STUDENT DATA BANK NUMBER (AVAILABLE IN SCHOOL OFFICE) 4 5 6 7 8 9 10	NAME (LAST) (FIRST)	GRADE	ELIGIBILITY 1, 2, 3 22	SPECIFIC LANGUAGE 23-24	CHECK SOURCES OF INFORMATION: OBSERVATION 25	HOME CONTACT 26	OTHER STAFF 27	INQUIRY OF STUDENT 28	SCHOOL RECORDS 29	OTHER 30	ENGLISH LANGUAGE PROFICIENCY ** * * * * * CHECK IF LIMITED: U 31	S 32	R 33	W 34	CHECK STUDENT'S PRESENT PROGRAM(S): ENGLISH AS A SECOND LANGUAGE 35	BILINGUAL/ BICULTURAL 36	REGULAR 37	COMMENTS (IF ANY)

* Numerals are for data processing purposes

** U=Understanding, S=Speaking, R=Reading, W=Writing

CODE NUMBER	LANGUAGE
1	Albanian
2	Arabic
3	Armenian
4	Chinese
5	Croatian
6	Czech
7	Dutch
8	Egyptian
9	Finnish
10	French
11	Gaelic
12	German
13	Greek
14	Hebrew
15	Hungarian
16	Indian (India)
17	Indonesian
18	Italian
19	Jamaican
20	Japanese
21	Jordanian
22	Korean

CODE NUMBER	LANGUAGE
23	Lao
24	Latvian
25	Maylan-Indonesian
26	Native American
27	Pakistani
28	Philippino
29	Polish
30	Portuguese
31	Rumanian
32	Russian
33	Serbian
34	Slovak
35	Slovenian
36	Spanish
37	Swedish
38	Swiss
39	Syrian
40	Ugandan
41	Ukranian
42	Vietnamese
43	Yiddish
44	Other (Specify)

System Supervisor. Added to the new form were the student's data bank number, an estimate of his/her English language proficiency, and his/her enrollment in ESL, bilingual, or regular programs.

The "uncertain" language category was removed. The three identification categories were refined to improve identification of limited-English students:

1. The language most often spoken by the student is other than English.
2. Student has limited English ability because his first acquired language is other than English.
3. Student speaks English, but the language most often spoken in the student's home is other than English.

Results of the 1977 census were reported to the Wisconsin Department of Public Instruction, which requires an annual count of LESA students and assessment of their language proficiency for compliance with the 1976 Bilingual Education law. The Wisconsin Legislature requires an annual count of students whose English language ability has improved to such an extent that a bilingual program is no longer necessary. State aid provides 70 percent of the funding for salaries and materials associated with programs for LESA students.

The Milwaukee procedures served as a model for the reporting requirements subsequently designed by the State of Wisconsin. Despite this, Milwaukee had not yet developed a systematic plan for the assessment of English language proficiency as prescribed by the "Lau Remedies". Assessment in 1977 was limited to the evaluation of students in the ESL and ESEA Title VII bilingual projects. A lack of funds to launch a testing program and a lack of appropriate test instruments were the barriers to assessment. Milwaukee staff members conferred with the Supervisor of Bilingual Education of the Wisconsin Department of

Public Instruction in 1977 to address these problem areas.

The Wisconsin Department of Public Instruction responded by providing Milwaukee with funds for technical assistance in developing entrance/exit criteria for bilingual education. Milwaukee contracted with Dr. Josué González, then associate Professor of Education at Southern Methodist University, to devise a comprehensive plan for the identification and assessment of LESA children. Dr. Gonzalez's plan[4] was completed in June 1977. However, funds necessary for its implementation were not available.

On the federal level, requirements of the "Lau Remedies" suggested by the Department of Health, Education, and Welfare (HEW) in its guidelines for compliance with the Supreme Court decision were difficult to interpret in Wisconsin as across the nation[3,4]. Both federal and state legislation require bilingual education until the student can function in the regular classroom. Questions concerning entrance and exit criteria are two sides of the same coin: (1) how to identify students of limited-English skills, and (2) how to know when they are no longer "limited" in the use of English.

1978

In order to comply with state guidelines, the 1978 census form used four English language proficiency levels recommended for LESA identification by the Wisconsin Department of Public Instruction, in place of the three modified Lau categories, (Figure 5):

1. Does not understand or speak English.
2. Understands simple sentences in English, but speaks no English except isolated words or expressions.

milwaukee public schools

FIGURE 5

CENSUS OF STUDENTS WITH LIMITED ENGLISH-SPEAKING ABILITY, JANUARY 19__

SCHOOL: _____ CLASSROOM OR HOMEROOM NUMBER: _____ TEACHER: _____

List every student in your classroom (including absentees) whose English-speaking ability is limited or whose primary or home language is other than English.

Column #18-19 Identify the language according to the numeral assigned on the reverse side of this page.
Column #26 ENGLISH LANGUAGE PROFICIENCY LEVELS

1. Does not understand or speak English.
2. Understands simple sentences in English, but speaks no English except isolated words or expressions.
3. Understands and speaks English with hesitancy and difficulty. With help can converse in English, understand at least parts of lessons and follow simple directions.
4. Understands, speaks, reads, and writes English without apparent difficulty, but displays low achievement which may indicate some language or cultural interference with learning.

SEVEN-DIGIT STUDENT DATA BANK NUMBER (AVAILABLE IN SCHOOL OFFICE) 4 5 6 7 8 9 10	NAME (LAST) (FIRST)	GRADE LEVEL	SPECIFIC LANGUAGE 18-19	CHECK SOURCES OF INFORMATION: OBSERVATION 20	HOME CONTACT 21	OTHER STAFF 22	INQUIRY OF STUDENT 23	SCHOOL RECORDS 24	OTHER 25	ENTER ENGLISH LANGUAGE PROFICIENCY LEVEL (#1,2,3,or 4 above) 26	STUDENTS' PRESENT PROGRAM: ESL DATE IN Mo 27-28 / Yr 29-30; ESL DATE OUT Mo 31-32 / Yr 33-34; BILINGUAL/BICULTURAL DATE IN Mo 35-36 / Yr 37-38; BILINGUAL/BICULTURAL DATE OUT Mo 39-40 / Yr 41-42	CHECK IF NO SPECIAL BILINGUAL PROGRAM 43

NOTE: Column numerals are for data processing purposes.

☐ No limited English speaking students are enrolled in this school.

Signature of Principal

Date

BHB/ms
1/6/78

CODE NUMBER	LANGUAGE
1	Albanian
2	Arabic
3	Armenian
4	Chinese
5	Croatian
6	Czech
7	Dutch
8	Egyptian
9	Finnish
10	French
11	Gaelic
12	German
13	Greek
14	Hebrew
15	Hungarian
16	Indian (India)
17	Indonesian
18	Italian
19	Jamaican
20	Japanese
21	Jordanian
22	Korean

CODE NUMBER	LANGUAGE
23	Lao
24	Latvian
25	Maylan-Indonesian
26	Native American
27	Pakistani
28	Philippino
29	Polish
30	Portuguese
31	Rumanian
32	Russian
33	Serbian
34	Slovak
35	Slovenian
36	Spanish
37	Swedish
38	Swiss
39	Syrian
40	Ugandan
41	Ukranian
42	Vietnamese
43	Yiddish
44	Other (Specify)

3. Understands and speaks English with hesitancy and difficulty. With help can converse in English, understand at least parts of lessons, and follow simple directions.

4. Understands, speaks, reads, and writes English without apparent difficulty but displays low achievement which may indicate some language or cultural interferences with learning.

Exit/entrance dates for the ESL and bilingual programs were added to the form to enable identification of pupils who were being or had been served.

Several meetings were held to arrange for the inclusion of assessment procedures and to establish entrance/exit criteria prior to the January 1978 language census. Among those involved were Bilingual Program administrators, information systems supervisors, research personnel, and the Supervisor of Bilingual Education of the Wisconsin Department of Public Instruction. It was agreed that testers should be employed to assess the English proficiency of LESA students following the 1978 census. Eligibility criteria for entrance into and exit from LESA status were suggested. Parents of eligible students were to be notified and to signify consent for Bilingual Program entrance.

Because of a lack of funds to implement the suggested assessment tasks, the recommended follow-up activities did not occur.

Parents of eligible Spanish-dominant children who were not enrolled in the Bilingual Program were notified in June by the Division of Administrative and Pupil Personnel Services. Three hundred eighty Spanish/English letters were sent informing parents of available bilingual programs and requesting the return of a response form in an enclosed, stamped envelope. Twenty responses were received. Calls by the Bilingual Program Parent Coordinator to non-respondents who had phones resulted in receipt of a few more responses. Future

follow-up contacts via home visits were recommended in order to advertize the Bilingual Program more effectively and solicit parent and child participation.

During the summer of 1978, the core group worked on expanding the Bilingual File of the Student Data Bank to include an individual five-year record for each student documenting her/his progress in meeting exit criteria. The record will include achievement data, teacher observation, and assessment of English proficiency.

1979

In December 1978, the Office of Civil Rights (OCR), Department of Health, Education, and Welfare, cited Milwaukee Public Schools for non-compliance with Title VI of the Civil Rights Act of 1964. The citation followed a compliance review focused on the identification of and provision of services to non- and limited-English speaking minority children in 1978. The four citations were in reference to LESA students and were related to identification and assessment, provision of educational services, provision of exceptional education services, and notices to parents in their primary language. In addition, OCR took issue with the district practice, in adherence to State of Wisconsin directives, of requiring parental consent prior to pupil placement in bilingual programs.

The OCR citation concerned with data collection charged that "the District has failed to adequately identify and assess non- and limited-English speaking national origin minority students".

OCR questioned the reliability of the census on the grounds that:

-- it relies on the judgment of teachers who were not formally trained to ascertain English proficiency.

— the categories of English proficiency "are neither specific nor clear enough to obtain a standardized uniform assessment".

— census results were not validated by a second method, such as an appropriate testing method.

The Milwaukee Public Schools took the position that work on an expanded Bilingual Data File has been in progress despite the fact that its census procedure was more highly developed and been in operation longer than others in the state and most of the nation. Although the non-compliance issue remained unsettled, the Superintendent instructed his staff to review the identification procedure and to conduct a census in March using revised identification forms and procedures.

To conform with new guidelines from the Office of Bilingual Education of the United States Office of Education, the student designation was changed from "Limited English Speaking Ability" (LESA) to "Limited English Proficiency" (LEP).

Other census form modifications included the elimination of Black English and Native American from the list of languages; for greater accuracy, the language list was labeled "Language or Country"; in addition to the principal, the ESL teacher or bilingual representative or guidance counselor was required to sign the census form (Figure 6).

After census forms and instructions were received in the schools, an inservice on census procedures was held for principals via the McMartin broadcast system. Principals then reviewed the procedures with their staffs.

Parents of LEP students who were not in ESL or bilingual programs were encouraged to consent to their enrollment.

milwaukee public schools

FIGURE 6

CENSUS OF STUDENTS WITH LIMITED ENGLISH PROFICIENCY SKILLS, MARCH 1979

SCHOOL: _____ CLASSROOM OR HOMEROOM NUMBER: _____ TEACHER: _____

List every student in your classroom (including absentees) whose English proficiency skills are limited and whose primary or home language is other than English.

Column #18-19 Identify the language according to the numeral assigned on the reverse side of this page.

Column #26 ENGLISH LANGUAGE PROFICIENCY LEVELS

1. Does not understand or speak English.
2. Understands simple sentences in English, but speaks no English except isolated words or expressions.
3. Understands and speaks English with hesitancy and difficulty. With help can converse in English, understand at least parts of lessons and follow simple directions.
4. Understands, speaks, reads, and writes English without apparent difficulty, but displays low achievement which may indicate some language or cultural interference with learning.

SEVEN-DIGIT STUDENT DATA BANK NUMBER (AVAILABLE IN SCHOOL OFFICE) 4 5 6 7 8 9 10	NAME (LAST) (FIRST)	GRADE LEVEL	SPECIFIC LANGUAGE 18-19	CHECK SOURCES OF INFORMATION: OBSERVATION 20	HOME CONTACT 21	OTHER STAFF 22	INQUIRY OF STUDENT 23	SCHOOL RECORDS 24	OTHER 25	ENTER ENGLISH LANGUAGE PROFICIENCY LEVEL (#1, 2, 3, or 4 above) 26	STUDENTS' PRESENT PROGRAM: ESL DATE IN Mo 27-28 Yr 29-30; ESL DATE OUT Mo 31-32 Yr 33-34; BILINGUAL/BICULTURAL DATE IN Mo 35-36 Yr 37-38; BILINGUAL/BICULTURAL DATE OUT Mo 39-40 Yr 41-42	CHECK IF NO ESL OR BILINGUAL PROGRAM 43

NOTE: Column numerals are for data processing purposes.

BHB/ms, 2/22/79

☐ No limited English speaking students are enrolled in this school.

Signature of Principal Date

Signature of ESL Teacher or Bilingual Representative or Secondary Counselor

Date

CODE NUMBER	LANGUAGE OR COUNTRY	CODE NUMBER	LANGUAGE OR COUNTRY	CODE NUMBER	LANGUAGE OR COUNTRY
1	African	21	Hungarian	41	Portuguese
2	Albanian	22	Icelandic	42	Rumanian
3	Arabic	23	Indian (India)	43	Russian
4	Armenian	24	Indonesian	44	Serbian
5	Assyrian	25	Iranian	45	Sicilian
6	Bohemian	26	Italian	46	Slavic
7	Burmese	27	Jamaican	47	Slovak
8	Cambodian	28	Japanese	48	Slovene
9	Chinese	29	Jordanian	49	Spanish
10	Croatian	30	Kenya	50	Swedish
11	Czech	31	Korean	51	Swiss
12	Dutch	32	Laotian	52	Syrian
13	Egyptian	33	Lapp	53	Thai
14	Finnish	34	Latvian	54	Turkish
15	French	35	Malay	55	Ugandan
16	Gaelic	36	Norwegian	56	Ukranian
17	German	37	Pakistani	57	Vietnamese
18	Greek	38	Persian	58	Yiddish
19	Hawaiian	39	Philippino	59	Yugoslavian
20	Hebrew	40	Polish	60	Other (Specify)

The form maintained the four levels of English proficiency defined by the Wisconsin Department of Public Instruction. Provision was made for testing the English proficiency of students who were possible candidates for assignment to Category 4, but for whom the teacher had insufficient information. In such cases, the Bilingual Department arranged for testing by ESL and Bilingual Program personnel. The testing program was directed by the Department of Educational Research and Program Assessment. The Language Assessment Battery (LAB) was selected. English Levels I, II, or III were used for grades kindergarten through twelve. Testers were provided with inservice training on administration of the LAB and use of the machine-scorable answer sheet. Reports to principals identified pupils whose scores indicated limited English proficiency on the test norms.

Figure 7 depicts the progression of events in Milwaukee in developing identification procedures and entrance/exit criteria.

FINDINGS

Numbers of students identified in the 1976, 1977, and 1978 census outcomes were a function of the categories used to identify LESA students. Each set of categories represented an attempt to clarify the following OCR Lau guidelines identification categories:

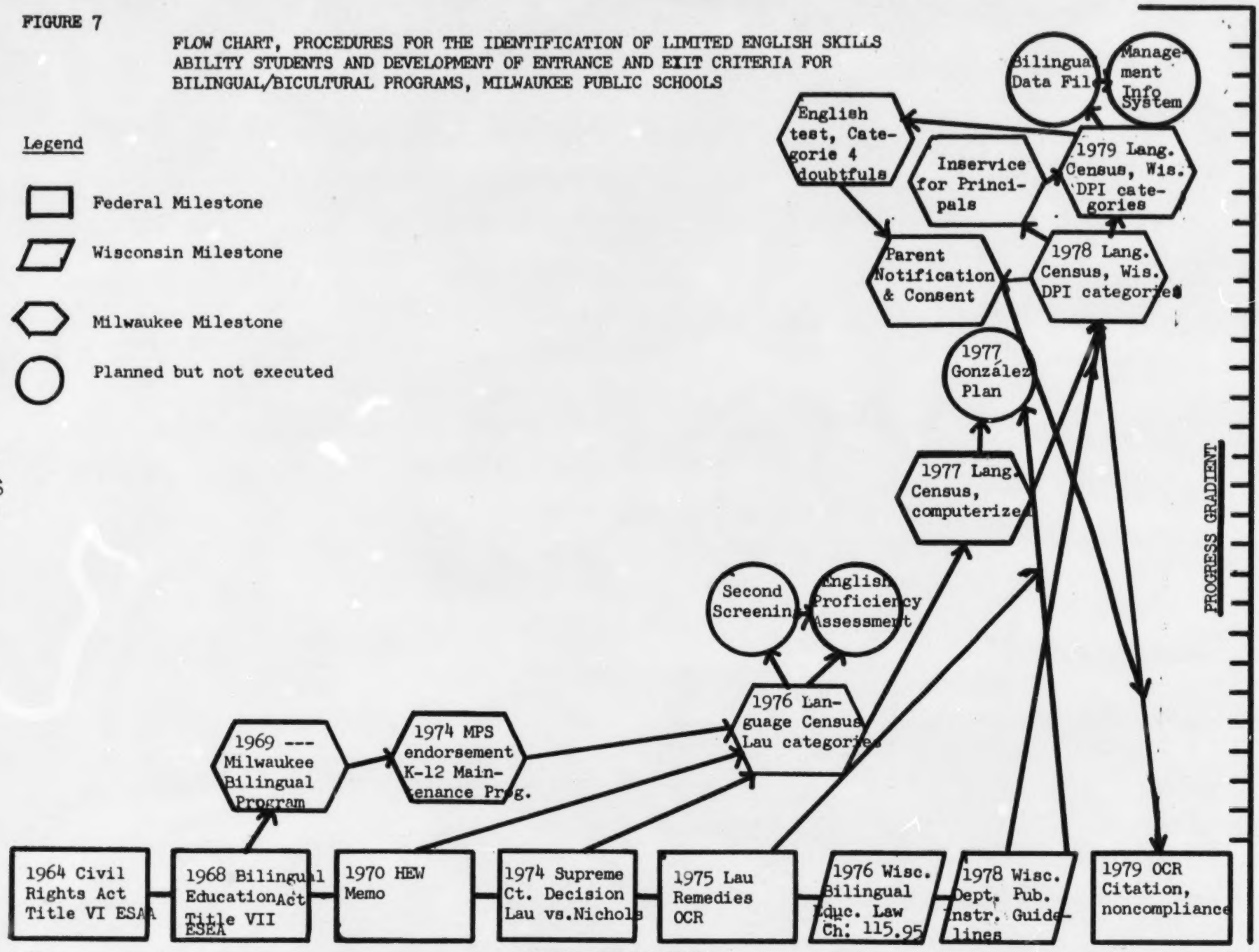
A. The language most often spoken by the student is other than English.

B. The student's first acquired language is other than English.

C. The language most often spoken in the student's home is other than English, regardless of the language spoken by the student.

FIGURE 7

FLOW CHART, PROCEDURES FOR THE IDENTIFICATION OF LIMITED ENGLISH SKILLS ABILITY STUDENTS AND DEVELOPMENT OF ENTRANCE AND EXIT CRITERIA FOR BILINGUAL/BICULTURAL PROGRAMS, MILWAUKEE PUBLIC SCHOOLS


Legend
Federal Milestone
Wisconsin Milestone
Milwaukee Milestone
Planned but not executed
1964 Civil Rights Act Title VI ESAA
1968 Bilingual Education Act Title VII ESEA
1970 HEW Memo
1974 Supreme Ct. Decision Lau vs. Nichols
1975 Lau Remedies OCR
1976 Wisc. Bilingual Educ. Law Ch. 115.95
1978 Wisc. Dept. Pub. Instr. Guidelines
1979 OCR Citation, noncompliance
1969 --- Milwaukee Bilingual Program
1974 MPS endorsement K-12 Maintenance Prog.
1976 Language Census Lau categories
Second Screening
English Proficiency Assessment
1977 Lang. Census, computerized
1977 González Plan
Parent Notification & Consent
1978 Lang. Census, Wis. DPI categories
English test, Categorie 4 doubtfuls
Inservice for Principals
1979 Lang. Census, Wis. DPI categories
Bilingual Data File
Management Info System
BASIC LEGISLATION
PROGRESS GRADIENT

1976

1. The language most often spoken by the student is other than English.

2. Student speaks English but his first acquired language is other than English.

3. Student speaks English but the language most often spoken in the student's home is other than English.

4. Student speaks English but I am uncertain about the student's home language.

1977

1. The language most often spoken by the student is other than English.

2. Student has limited English ability because his first acquired language is other than English.

3. Student speaks English but the language most often spoken in the student's home is other than English.

1978

Wisconsin Department of Public Instruction categories:

1. Does not understand or speak English.

2. Understands simple sentences in English but speaks no English except isolated words or expressions.

3. Understands and speaks English with hesitancy and difficulty. With help can converse in English, understand at least parts of lessons, and follow simple directions.

4. Understands, speaks, reads, and writes English without apparent difficulty but displays low achievement which may indicate some language or cultural interferences with learning.

Table 1 shows the annual numbers of students reported in each identification category by language. The overall totals of students identified dropped with

MILWAUKEE PUBLIC SCHOOLS
DIVISION OF PLANNING AND LONG-RANGE DEVELOPMENT
Department of Educational Research and Program Assessment

TABLE 1
CENSUS OF STUDENTS WITH LIMITED ENGLISH SPEAKING ABILITY, 1976, 1977, 1978

LANGUAGE OR COUNTRY	ELIGIBILITY CODE													
	1976					1977				1978				
	1	2	3	4	Total	1	2	3	Total	1	2	3	4	Total
African		1		1	2									
Albanian	1	1			2									
Arabic	3	20	30	5	58	12	8	36	56	2	2	4	13	21
Armenian			2		2			3	3					
Assyrian		1	1		2									
Black English												2	7	9
Bohemian			1		1									
Burmese				1	1									
Cambodian	3		1		4	3	1	1	5					
Chinese	8	26	46	11	91	7	12	55	74	1	11	12	2	26
Croatian	2	11	11	3	27		3	21	24				4	4
Czech	1		3	1	5		1		1			1	1	2
Dutch		4	10	1	15	1		8	9				2	2
Egyptian		1	3	1	5			1	1			1		1
Finnish				1	1			1	1					
French		6	4	4	14		1	7	8			1	3	4
Gaelic				1	1								1	1
German	22	108	152	41	323	5	25	123	153			2	10	12
Greek	14	48	74	11	147	7	19	80	106		2	7	17	26
Hawaiian			1		1			1	1					
Hebrew	1	4	3		8									
Hungarian								7	7		5	7	1	13
Icelandic								1	1					
Indian (India)	1	17	12	5	35	2	19	19	40			4	4	8
Indonesian		3	1		4							1		1
Iranian												1		1
Italian	16	39	72	10	137	8	16	78	102	1	1	8	14	24
Jamaican			1		1			1	1				1	1
Japanese	1	4		1	6		1		1		3	1	1	5
Jordanian								3	3			2		2
Kenya							1		1					
Korean	12	14	9	4	39	9	13	13	35		2	2	7	11

LANGUAGE OR COUNTRY	ELIGIBILITY CODE													
	1976					1977				1978				
	1	2	3	4	Total	1	2	3	Total	1	2	3	4	Total
Laotian	1				1	2	5		7			10	1	11
Lapp		1			1									
Latvian	2	2	6	3	13	1	2	6	9					
Malay		1			1			1	1					
Native American	1	10	4	10	25		1	3	4			3	66	69
Norwegian		2			2									
Pakistani		1		1	2	2	1	1	4				2	2
Persian			1	2	3		1		1					
Philippino	1	9	8	4	22	1	5	7	13		1	2	3	6
Polish	4	26	52	15	97	3	5	37	45		1	4	10	15
Portuguese		3	2	1	6			6	6		1		3	4
Rumanian	1	2			3		1	1	2		1	1		2
Russian	2	7	5		14	4	2	9	15	1	7	5	3	16
Serbian	20	36	59	7	122	11	19	85	115		2	1	13	16
Sicilian			2	1	3									
Slavic		2	1	1	4									
Slovak		1	3		4			5	5			2	1	3
Slovene							2	2	4					
Spanish	468	1225	1247	406	3346	364	622	1977	2963	117	178	547	1239	2081
Swedish		1	1		2			1	1				1	1
Swiss			2		2	1			1					
Syrian		1	1		2		1	2	3				1	1
Thai						1	2	1	4		3		1	4
Turkish										1		1	1	3
Ugandan		1			1	1		2	3			1	1	2
Ukranian	1	6	3		10		2	5	7				1	1
Vietnamese	46	13	11	2	72	15	30	24	69	3	4	20	12	39
Yiddish								5	5			2		2
Yugoslavian	2	6	11	2	21		1	1	2				1	1
Other										2	1	7	12	22
Language Not Reported				2	2							4	6	10
TOTAL	637	1672	1868	563	4740	460	822	2640	3922	127	217	656	1463	2463

the phasing out of home language as a criterion associated with the identification categories. According to state guidelines, pupils thus identified were those who were eligible for bilingual education.

CONCLUSION

Milwaukee's goals are (1) the establishment of reliable and valid procedures for the identification of LESA students, (2) criteria for exit from LESA status, (3) development of a computer Bilingual File for the Student Data Bank, and (4) establishment of a computer management Information Service for the Bilingual Program.

Two factors have been the main contributors to the slow evolution of a system for the identification and assessment of LESA students:

1. The obligation to serve two masters with opposing requirements:
   - -- the United States Office of Civil Rights (bilingual program placement without parent consent, Lau identification categories)
   - -- the Wisconsin Department of Public Instruction (parent consent required prior to bilingual program placement, state identification categories)
2. Lack of funds to implement assessment of language proficiency and longitudinal data collection

The goals are in sight after many years of cooperative effort to design systems which comply with federal and state legislation and guidelines. When the goals have been reached, Milwaukee will remain a leader in bilingual/bicultural education because of its School Board's endorsement of a maintenance K-12 bilingual program. This policy insures that exit from LESA status does not require exit from the Bilingual Program for pupils who want to become

fluent and proficient in two languages.

RECOMMENDATIONS

1. As shown in Table 1, very often the country of origin has been identified rather than the student's primary language (e.g., "Jordanian", name of country rather than Arabic, language of Jordan). The ESL Curriculum Supervisor[6] has recommended that teachers be provided with a list of world languages to assist with correct identification.

2. Progress toward building a computer bilingual data file now depends on the development of written procedures. Such procedures should explain, in detail, the steps to be taken to provide equal educational opportunity for eligible LESA students, including identification, assessment, program placement, monitor of progress, and readiness to exit from LESA status. Both the Gonzalez Plan and the González/Fernandez paper, "Toward the Development of Minimal Specifications for Lau-Related Language Assessments"[7], are recommended source materials. The resources of the Midwest General Assistance Center at the University of Wisconsin-Milwaukee should be added to those of the Milwaukee Public Schools in planning procedures to implement the Bilingual Data Bank File.

REFERENCES

1. Landers, William M. Our Roots Grow Deep. Milwaukee Public Schools. 1974.

2. United States Commission on Civil Rights. Clearinghouse Publication No. 51. A Better Chance to Learn: Bilingual/Bicultural Education. Washington, D.C. May 1975.

3. Cardenas, Jose A. Lau Remedies Outlined. Newsletter, Intercultural Development Research Association. January 1976.

4. Tran Trong Hai, Dr. The Lau Categories Revisisted. Newsletter, Intercultural Development Research Association. December 1978.

5. González, Josué M. A Plan for the Identification and Assessment of Children Requiring Special Instructional Services Under Lau vs. Nichols and/or Sub-Chapter VI of Chapter 115, Statutes of Wisconsin. Unpublished manuscript. 1977.

6. Katzner, Kenneth. Languages of the World. Funk & Wagnall. New York. 1975.

7. González, Josué M. and Fernandez, Ricardo. Toward the Development of Minimal Specifications for Lau-Related Language Assessments. University of Wisconsin-Milwaukee. May 1976.